

Message Text

SECRET

PAGE 01 TAIPEI 00194 120342Z

62

ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W

----- 055076

R 120210Z JAN 76

FM AMEMBASSY TAIPEI

TO SECSTATE WASHDC 8120

S E C R E T TAIPEI 0194

STADIS////////////////////////////////

EXDIS

EA/ROC FOR AMBASSADOR UNGER

E.O. 11652: GDS

TAGS: MARR, TW

SUBJECT: U.S. PRESENCE AT TAIPEI AIR STATION

REF: STATE 004132.

FOLLOWING REPEAT COMUSTDC 101614Z JAN 76 ACTION CINCPAC,
INFO CINCPACAF, 13AF CLARK AB, 13AF AIR OPS GP DET 1 TAIPEI,
AMEMB TAIPEI:

QUOTE

S E C R E T

CLOSURE OF TAIPEI AIR STATION

A. SECSTATE 110247Z NOV 75

B. PACAF 050145Z DEC 75

C. SOFA CHINA

D. USTDC LTR J1/CRP:FM SER 8 OF 8 JAN 76 (NOTAL)

1. REF A ANNOUNCED DECISION TO CLOSE TAIPEI AIR STATION (TAS)
AND RETURN FACILITY TO REPUBLIC OF CHINA (ROC) UPON INACTIVATION
OF 327TH AIR DIVISION AND RELATED SUPPORT ACTIVITIES, I.E. 6213 AIR
BASE SQUADRON AND 2165 COMM GROUP . REF B ADVISED THAT 327AD WOULD
BE INACTIVATED ON 7 JAN 76 SIMULTANEOUS WITH ACTIVATION OF DET 1,
13TH AIR FORCE AIR OPERATIONS GROUP, WHICH WILL REMAIN IN TAIPEI
AREA TO HANDLE RESIDUAL 327AD FUNCTIONS. REF B ALSO ESTABLISHED
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SECRET

PAGE 02 TAIPEI 00194 120342Z

7 MAR 76 AS TARGET DATE FOR INACTIVATION OF 6213TH ABS. REF C,

ARTICLE IV, PARA 3 STATES, IN PART: "AT THE TERMINATION OF ANY ACTIVITIES OR OPERATIONS UNDER THIS AGREEMENT, THE US WILL BE COMPENSATED BY THE GORC FOR THE RESIDUAL VALUE (INCLUDING SCRAP VALUE), IF ANY, OF ANY INSTALLATION OR IMPROVEMENTS USED IN SUCH ACTIVITIES OR OPERATIONS AND DEVELOPED BY THE UNITED STATES ARMED FORCES AT THEIR EXPENSE, IF SUCH INSTALLATIONS OR IMPROVEMENTS HAVE BEEN OR ARE TO BE SOLD, OR IF THEIR USE IS DESIRED, BY THE ROC." REF D FORWARDED TO AMEMB-TAIPEI, 327AD LTR OF 31 DEC 75, SUBJ: TAIPEI AIR STATION, CONTAINING PROPOSAL FOR LOCATION OF RESIDUAL USAF AGENCIES AT TAS AND TRANSFER OF THE FACILITY TO THE GROC.

2. (U) ALTHOUGH MAJOR UNITS AT TAS HAVE BEEN SCHEDULED FOR INACTIVATION, SEVERAL SMALL AGENCIES COLLOCATED AT TAS WILL REMAIN OPERATIONAL IN THE TAIPEI AREA. BESIDES DET 1, 13AF, THESE AGENCIES INCLUDE THE CENTRAL CIVILIAN PERSONNEL OFFICE, THE AIR FORCE OFFICE OF SPECIAL INVESTIGATIONS (OSI-DISTRICT 49), AND DETACHMENT 3 OF THE 7602ND AIR INTELLIGENCE GROUP. A TOTAL OF 54 U.S. MIL OARY AND LOCAL NATIONAL PERSONNEL ARE EMPLOYED BY THESE AGENCIES. INITIAL USAF PLANNING INDICATED THAT THESE FOUR AGENCIES WOULD BE MOVED FROM TAS AND BECOME TENANTS AT OTHER US MILITARY ACTIVITIES, SPECIFICALLY HEADQUARTERS SUPPORT ACTIVITY, TAIPEI, USTDC AND POSSIBLY MAAG. SUBSEQUENT STUDY PLUS OVERTURES FROM ROC MINISTRY OF NATIONAL DEFENSE (MND) AND CHINESE AIR FORCE (CAF) OFFICIALS SHOWED STRONG MERIT IN TRANSFERRING TAS TO CAF WITHOUT RESIDUAL VALUE COMPENSATION IN RETURN FOR TENANCY ARRANGEMENT THAT WOULD ALLOW THE FOUR RESIDUAL AGENCIES TO REMAIN SITUATED IN COST-FREE ACCOMMODATIONS. MAJOR FACTORS AND SUPPORTING RATIONALE INCLUDE THE FOLLOWING:

A. SENIOR MND AND CAF OFFICIALS HAVE EXPRESSED STRONG DESIRE FOR TAKING OVER EXCELLENT TAS FACILITIES FOR USE AS COMBAT AIR COMMAND (AIR DEFENSE) COMPUTER OPERATIONS CENTER WHICH IS SCHEDULED TO BE OPERATIONAL BY CY77. IT WOULD APPEAR, HOWEVER, THAT LAND USE AGREEMENTS THROUGH WHICH MND OBTAINED LAND FOR USAF USE HAVE CLAUSE WHEREBY LAND AND FACILITIES AT TAS WILL REVERT TO TAIWAN PROVINCIAL GOVERNMENT AND THE NATIONAL TAIWAN UNIVERSITY ONCE ALL US AGENCIES DEPART THE PREMISES. THUS, CAF UNDERSTANDABLY IS ANXIOUS TO PRESERVE EVEN MINIMAL US PRESENCE ON TAS, AFTER FACILITY REVERSION, UNTIL CAF MILITARY OPERATIONS CAN BECOME ENTRENCHED AND NEW LAND USE AGREEMENTS NEGOTIATED.

B. FACILITY SURVEY, ACCOMPLISHED IAW USAF DIRECTIVES,
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PAGE 03 TAIPEI 00194 120342Z

DETERMINED THET TAKE-OVER OF TAS BY OTHER MILITARY UNITS ON TAIWAN, PARTICULARLY USTDC, IS NEITHER COST EFFECTIVE NOR OPERATIONALLY DESIRABLE. ASSUMING ULTIMATE TRANSFER OF TAS TO ROC, USAF ESTIMATED RESIDUAL VALUE COMPENSATION TO BE \$55,000 BASED ON HISTORY OF TAS DEVELOPMENT AND RECENT EXPERIENCE WITH FACILITY TRANSFERS ON TAIWAN.

C. RELOCATION OF THE FOUR RESIDUAL UNITS TO TENANT LOCATIONS ELSEWHERE IN TAIPEI AREA IS ESTIMATED TO COST \$37,000 DEPENDING ON ULTIMATE RELOCATION SITES. SUBSEQUENT O&M TENANT COST WOULD TOTAL

AN ESTIMATED \$8,000 TO \$14,000 PER YEAR. FURTHER, THERE IS NO GUARANTEE THAT USAF WILL RECEIVE FULL RESIDUAL VALUE COMPENSATION (\$55,000) IN VIEW OF MINIMAL US NEGOTIATING LEVERAGE AND ROC COST-CONSCIOUSNESS. IN FACT, NO RESIDUAL VALUE COMPENSATION IS POSSIBLE IF MND AND CAF ARE UNABLE TO RESOLVE APPARENT LAND OWNERSHIP DISAGREEMENT WITH OTHER TAIWAN ENTITIES. THUS, WHILE SUMS OF MONEY INVOLVED ARE NOT SUBSTANTIAL, PROPOSAL TO LEAVE RESIDUAL UNITS SITUATED NONETHELESS APPEARS MORE COST-EFFECTIVE THAN RELOCATION. MORE IMPORTANTLY, PROPOSAL WOULD PREVENT UNDESIRABLE AND UNNECESSARY OPERATIONAL TURBULENCE NOT ONLY FOR THE AGENCIES BEING MOVED BUT FOR THOSE THAT MUST ABSORB THEM.

3. (U) BASED ON THE ABOVE FACTORS, COMUSTDC CONCLUDED THAT RETENTION OF THE FOUR SMALL AGENCIES IN THEIR CURRENT SPACES, CONCOMITANT WITH TRANSFER OF TAS TO THE CAF WITHOUT RESIDUAL VALUE COMPENSATION, WAS BOTH FEASIBLE AND DESIRABLE. THE RATIONALE SUPPLIED BY REF D SEEMS PERSUASIVE FROM THE STANDPOINTS OF OPERATIONAL EFFICIENCY AND COST-EFFECTIVENESS. IN ADDITION, THE PROPOSED OPTION PROVIDES AN OPPORTUNITY TO HELP ROC MILITARY FORCES GAIN QUICKER, SMOOTHER ESTABLISHMENT OF THE CAC COMPUTER OPERATIONS CENTER, THROUGH USE OF EXISTING FACILITIES, WITHOUT US INCURRING EITHER COST OR ADDED COMMITMENTS. FURTHERMORE, THERE IS AMPLE PRECEDENT ON TAIWAN FOR OCCUPANCY OF A SMALL PORTION OF A ROC MILITARY INSTALLATION BY TENANT IS ACTIVITIES. EXAMPLES OF SUCH TENANCY ARRANGEMENTS INCLUDE HEDSUPACT AT TSOYING, US ACTIVITIES AT SUNG SHAN CHINESE AIR BASE, AND 6217TH ABS OLAA AT TAINAN. IN ALL OF THESE EXAMPLES, US ACTIVITIES ARE OPERATING EFFECTIVELY WITHIN THE CONFINES OF A ROC-OWNED AND OPERATED INSTALLATION AND HAVE DONE SO FOR SOME TIME.

4. (S) WHEN THE PROPOSAL WAS ORIGINALLY BROACHED, AMEMB TAIPEI REQUESTED COST FACTORS AND SUPPORTING RATIONALE WHICH WERE SUBMITTED BY REF D. HOWEVER, ON 8 JAN, AMBASSADOR (WHO IS IN CONUS) ADVISED DEPUTY CHIEF OF MISSION THAT HE DID NOT CONCUR IN THE PROPOSAL AFTER CONSULTING WITH THE DEPARTMENT OF STATE. THE

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SECRET

PAGE 04 TAIPEI 00194 120342Z

AMBASSADOR INDICATED THAT WHILE HE APPRECIATED CONVENIENCE AND ECONOMIES WOULD RESULT, THERE WERE "STRONG FOREIGN POLICY REASONS" FOR REJECTING THE PROPOSAL AND FOR COMPLETELY ELIMINATING THE US PRESENCE AT TAS. IN VIEW OF THIS, COMUSTDC IS WILLING TO ACCEPT TOTAL WITHDRAWAL OF US AGENCIES FROM TAS, HOWEVER, COMUSTDC IS CONCERNED THAT THE ISSUE MAY HAVE BEEN DECIDED WITHOUT BENEFIT OF ALL SUPPORTING RATIONALE SINCE CONTENTS OF REF D, SUMMARIZED IN THIS MESSAGE, HAVE NOT BEEN SURFACED TO HIGHER AUTHORITY INCLUDING DEPARTMENT OF STATE.

5. (S) IN SUMMARY, BASED ON EXISTING RATIONALE PRESENTED TO THIS HEADQUARTERS, THE 327AD (NOW DET1, 13AF) PROPOSAL TO KEEP THE FOUR RESIDUAL AGENCIES IN PLACE AND TO TRANSFER TAS WITHOUT COMPENSATION APPEARS SOUND. IN VIEW OF UNCERTAINTIES REGARDING US MILITARY PRESENCE OF TAIWAN, THE WISDOM OF UNIT RELOCATION--WITH THE ATTENDANT ELEMENTS OF OPERATIONAL TURBULENCE, INCONVENIENCE AND COST--

APPEARS QUESTIONABLE, ESPECIALLY IF THE UNITS ARE AFFORDED AN OPPORTUNITY TO REMAIN SITUATED FREE OF CHARGE. COMUSTDC WILL, HOWEVER, DEFER TO AMEMB-TAIPEI/DEPARTMENT OF STATE JUDGMENT IF CINCPAC VIEWS THIS AS ADVISABLE BASED ON FACTORS KNOWN AT THAT OR HIGHER LEVEL. IN THIS REGARD, ULTIMATE DECISION IS TIME SENSITIVE DUE TO NECESSITY FOR MEETING ONGOING DRAWDOWN MILESTONES. REQUEST ADVISE AT EARLIEST PRACTICABLE DATE.

GDS 81. UNQUOTE

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